



# FY2009 Spring Supplemental Appropriations for Overseas Contingency Operations

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## **Summary**

On April 9, 2009, the White House sent Congress a request for \$83.4 billion in supplemental appropriations for defense, foreign affairs, domestic fire fighting, and some other purposes for the remainder of FY2009. Of the total, \$75.5 billion is for Department of Defense and intelligence activities related to operations in Iraq and Afghanistan; \$3.7 billion, offset by \$3.4 billion of rescissions, is for other defense programs, including border security measures; \$7.1 billion is for international affairs; \$250 million is for domestic fire fighting; \$137 million is for national security-related programs in the Department of Energy and the Department of Justice, \$2.9 million is for National Security Council Operations, and \$72 million is for the Legislative Branch for Capitol Hill Police radios.

Most recently, the Administration has added a request for funding to respond to the recent swine flu outbreak. On April 28, the White House announced that it was requesting \$1.5 billion in additional funding swine flu preparedness, including funds for antiviral medication stockpiles, vaccine development, and other measures. On April 27, House Appropriations Committee Chairman David Obey and other key legislators said they were considering adding funds to the supplemental for swine flu preparedness.

The Administration's new request for defense and foreign affairs is in addition to \$70 billion in FY2009 supplemental funding that Congress approved in June, 2008. P.L. 110-252, which was signed into law on June 30, included a supplemental defense "bridge fund" of \$65.9 billion to cover costs of military operations through the first several months of FY2009 and also appropriated \$4.0 billion in supplemental FY2009 funds for foreign affairs. Amounts for defense in the bridge fund and in the regular FY2009 defense appropriations act, (P.L. 110-329, Division C), were expected to be sufficient to finance Army and Marine Corps operations through about June of this year. In testimony before the House Budget Committee on March 18, 2009, Defense Department Comptroller Robert Hale urged Congress to approve supplemental funding before the Memorial Day recess in order to avoid financial disruptions.

If approved, the new request, together with the enacted \$65.9 billion bridge fund, will bring total supplemental defense funding for FY2009 to \$145 billion. Though this is a substantial amount, it is significantly less than \$170 billion that Congress provided in FY2007 and \$187 billion in FY2008. The decline does not reflect the withdrawal of forces from Iraq, which has only begun. Rather, the change is due almost entirely to a reduction in the amount requested for weapons procurement, which falls from \$64 billion in FY2008 to \$28 billion in FY2009. A large part of the decline in procurement, in turn, is due to a substantial cut in acquisition of Mine Resistant Ambush-Protected (MRAP) vehicles, which were purchased in very large numbers in FY2008.

The House Appropriations Committee plans to mark up its version of the bill on May 7. On May 4, Chairman Obey released a summary of his proposal, which reflects subcommittee recommendations. The defense portion of the bill includes unrequested funds for C-17 and C-130 cargo aircraft but not for a new Air Force aerial refueling tanker, which might have been quite controversial. The bill requires a report assessing the performance of the governments of Pakistan and Afghanistan in meeting standards in five areas. The Administration has opposed linking aid to Pakistan to achievement of specific benchmarks, though officials have not yet reacted specifically to the Obey proposals. Funding to support the closure of the Guantanamo Bay prison has evoked some questions in congressional hearings. And Representative Murtha, the Chairman of the defense subcommittee, has been critical of the Defense Department request for funding to support more troops for border security with Mexico.

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## Most Recent Developments

The House Appropriations Committee has scheduled full committee markup of a supplemental appropriations bill on Thursday, May 7. On May 4, committee chairman Obey released a summary of his initial mark of the bill, which reflects subcommittee proposals. The mark provides a total of \$94.2 billion, about \$9.3 billion above the amended Administration request (\$83.4 billion in the initial April 9 request, plus \$1.5 billion for influenza preparedness requested on April 30, for a total of \$84.9 billion). The mark adds \$3.2 billion for military construction, \$3.1 billion for C-17 and C-130 cargo aircraft, and \$3.2 billion for international affairs, with some offsetting reductions from the request elsewhere. It also provides \$2.0 billion for influenza preparedness, \$500 million more than requested.

This version of this report is not updated to reflect fully the details of the Obey bill. A future update will include available information about the proposal.

On April 28, the White House announced that it was requesting additional FY2009 supplemental appropriations of \$1.5 billion for swine flu preparedness, and on April 30, the White House sent a letter to the congressional leadership formally requesting the funds. On April 27, Representative Obey, the Chairman of the House Appropriations Committee, and Senator Harkin, the Chairman of the Senate Labor, Health, and Human Services Appropriations Subcommittee, both suggested that Congress might add funds to the pending defense supplemental appropriations request to respond to the recent swine flu outbreak. House committee markup of a bill is scheduled for May 7.

On April 9, 2009, the White House formally sent Congress a request for \$83.4 billion in additional FY2009 supplemental appropriations. Of the total, \$75.5 billions is for defense and intelligence activities related to the wars in Iraq and Afghanistan, \$3.7 billion, offset by \$3.4 billion of rescissions, is for other defense programs, and \$7.1 billion is for international affairs.

Congress provided down payments on FY2009 war-related supplemental funding last year. On June 30, 2008, the President signed into law, P.L. 110-252, H.R. 2642, a bill providing supplemental appropriations for FY2008 and FY2009. The bill included \$65.9 billion for defense and \$4.0 billion for foreign affairs in FY2009. The DOD funding was mainly for operation and maintenance accounts, and was intended, together with money in the regular FY2009 defense appropriations act, to sustain ongoing military operations through the first few months of the fiscal year.

## Overview of the FY2009 Supplemental Request

On April 9, 2009, the Administration requested a net total of \$83.4 billion in additional supplemental appropriations for FY2009, comprised of \$86.8 billion in new appropriations, offset by \$3.4 billion of recessions of previously appropriated funds. Of the total,

- \$75.5 billion is for Department of Defense and intelligence activities related to operations in Iraq and Afghanistan;
- \$3.7 billion, offset by rescissions of \$3.4 billion, is for other defense activities;
- \$7.1 billion is for international affairs;

- \$89.5 million is for Department of Energy counter-proliferation programs in Russia, North Korea, and elsewhere;
- \$47 million is for Department of Justice national security related programs, including \$30 million to implement executive orders for shutting down the Guantanamo Bay prison and for related expenses;
- \$2.9 million is for operations of the National Security Council;
- \$250 million is for the Forest Service and the Department of the Interior for fire fighting and rehabilitation of burned areas; and
- \$71.9 million is for the Legislative Branch to purchase secure radios for the Capitol Police.

Together with \$65.9 billion that Congress has already provided, if approved by Congress, the new request for the Department of Defense would bring total supplemental defense funding for FY2009 to \$145 billion, partly offset by \$3.4 billion of rescissions.

The \$7.1 billion supplemental request for international affairs includes

- \$2.3 billion for State Department operations, including
  - \$273.9 million for Afghanistan Operations;
  - \$137.6 million for Pakistan Operations;
  - \$898.7 million for embassy security and construction;
  - \$836.9 million for international peacekeeping;
- \$4.8 billion for foreign assistance programs, including
  - \$980.0 million for aid to Afghanistan;
  - \$482.0 million for aid to Iraq;
  - \$497.0 million for aid to Pakistan;
  - \$715.0 million for aid to West Bank/Gaza;
  - \$500.0 million for humanitarian assistance; and
  - \$448.0 million to developing countries affected by the global financial crisis.

Together with \$4.0 billion provided in June 2008, the additional amount requested for foreign affairs would bring total supplemental appropriations for FY2009 to just over \$11 billion. In practice, however, there is often little to distinguish between what is being provided in the base budget and what has been funded with supplementals. Both regular and supplemental appropriations have been used to finance State Department operations in Iraq and Afghanistan and a wide range of foreign aid programs in Afghanistan and elsewhere. Of the \$4.0 billion in FY2009 supplemental foreign affairs funding provided in June, 2008, \$1.1 billion was for State Department accounts, of which \$550.5 million was for operations in Iraq, and \$2.9 billion was for country foreign aid allocations and international food assistance.

As has been the case for the past couple of years, Congress is under some pressure to act quickly on the Administration's supplemental request. In testimony before the House Budget Committee on March 18, 2009, Defense Department Comptroller Robert Hale urged Congress to approve

supplemental funding before the Memorial Day recess in order to avoid financial disruptions. In the past two years, congressional action on war-related supplemental funding has taken until the end of June, and this year's request has come several weeks later than usual. There is less reason to expect, however, that this year's request will encounter similar delays. On the contrary, the time it took to debate supplemental funding for FY2007 and FY2008 reflected the ongoing debate about Iraq policy, which appears to have been resolved, at least for the present.

Other debates could arise, however, about a number of issues, including amounts the appropriations committees may add to the request; whether funds for some elements of the request should be provided as supplemental appropriations or should be financed in agency base budgets; funding for the expanded U.S. effort in Afghanistan; and proposals to add funds for other purposes. Senator Lieberman has said he plans to propose an amendment to add \$550 million for border security.<sup>1</sup>

## **FY2009 Defense Supplemental Request**

With the new FY2009 request added to the \$65.9 billion provided last June, total supplemental defense funding proposed for FY2009 amounts to \$145 billion, offset by \$3.4 billion of rescissions. Though Congress may well add to the request, this is substantially less than the amount of DOD supplemental funding provided in the past two years, which totaled \$170 billion in FY2007 and \$187 billion in FY2008. The decline does not reflect the withdrawal of U.S. forces from Iraq, which has only begun, and which is offset by planned additions to U.S. forces in Afghanistan. Rather, the change is due almost entirely to a reduction in the amount requested for weapons procurement, which falls from \$65 billion in FY2008 to \$28 billion in FY2009. **Table 1** shows the new defense request compared to amounts of supplemental defense appropriations in FY2007 and FY2008.

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<sup>1</sup> Chris Strohm, "Lieberman Wants Border Security Funding In Supplemental," *Congress Daily PM*, Monday, April 13, 2009

**Table 1. Defense Bridge and Supplemental Funding by Title,  
FY2007-FY2009**  
(millions of dollars)

	FY2007 Bridge and Supplemental Funding Enacted	FY2008 Bridge and Supplemental Funding Enacted	FY2009 Bridge Fund Enacted June 2008	FY2009 Supplemental Request April 2009	FY2009 Total
Military Personnel	18,894.5	19,137.8	1,194.0	16,658.3	17,852.3
Operation and Maintenance	76,597.9	81,708.6	51,916.0	29,971.2	81,887.2
Special Funds	17,707.8	13,816.3	5,000.0	5,888.7	10,888.7
Procurement	45,418.0	64,896.2	6,135.3	21,862.4	27,997.7
RDT&E	1,506.4	1,745.5	387.8	809.9	1,197.7
Military Construction/Family Housing	4,807.0	4,245.3	—	2,113.0	2,113.0
Other Defense Programs	1,120.5	2,328.9	1,288.0	1,060.0	2,348.0
Revolving and Management Funds	3,356.5	2,842.6	—	846.7	846.7
General Provisions/Rescissions	1.0	-3,718.0	—	-3,380.9	-3,380.9
<b>Total Department of Defense</b>	<b>169,409.7</b>	<b>187,003.3</b>	<b>65,921.2</b>	<b>75,829.4</b>	<b>141,750.5</b>
Other Agency Defense Programs	91.0	168.6	—	89.5	89.5
<b>Total National Defense</b>	<b>169,500.6</b>	<b>187,171.9</b>	<b>65,921.2</b>	<b>75,918.9</b>	<b>141,840.0</b>

**Source:** CRS from House Appropriations Committee for enacted amounts and Department of Defense for FY2009 request.

**Notes:** Totals may not add due to rounding. "Other Defense Programs" includes defense health, drug interdiction, and inspector general funding. "Special Funds" includes the Iraqi Freedom Fund, Iraq Security Forces Fund, Afghanistan Security Forces Fund, Pakistan Counterinsurgency Capability Fund, and Joint IED Defeat Fund. DOD documents often show Joint IED Defeat Fund amounts as Procurement and other special funds as Operation and Maintenance. All funding for the Mine Resistant Ambush-Protected (MRAP) vehicle fund is shown as Procurement.

## MRAP Cuts

The decline in procurement, in turn, is due in large part to a substantial reduction in acquisition of Mine Resistant Ambush-Protected (MRAP) vehicles, which were purchased in very large numbers in FY2007 and FY2008. MRAP funding in FY2008 totaled \$16.8 billion.<sup>2</sup> Congress provided \$1.7 billion for MRAPs in FY2009 in the June 2008 supplemental appropriations act. In the new supplemental request, the Defense Department is asking for \$2.7 billion more, for a total of \$4.4 billion in FY2009, \$12.4 billion less than in FY2008.

<sup>2</sup> For MRAPs, \$5.2 billion was provided as emergency appropriations in the first FY2008 Continuing Resolution, P.L. 110-92, enacted on September 29, 2007, and \$11.63 billion was provided as emergency appropriations in a general provision of the regular FY2008 defense appropriations act, P.L. 110-116, enacted on November 13, 2007.

## **Other Changes in the FY2009 Defense Request**

In addition, the FY2009 total includes substantially less than in FY2007 and FY2008 for what the Defense Department refers to as “reconstitution” of the force, much of which is funded in procurement accounts. DOD breaks down reconstitution into three elements:

- “Replenishment” of stocks, mainly of ammunition and missiles, consumed in military operations and in training for deployment;
- “Replacement” of equipment lost in battle or used to a point at which repair is uneconomical—in practice a substantial amount of new equipment has been purchased not only to replace losses, but also to upgrade capabilities; and
- “Repair” of equipment both in theater and at domestic depots, including overhaul of equipment at the end of an operation to a meet standards for the requirements of deploying units.

**Table 2** shows the Defense Department’s breakdown of FY2007, FY2008, and FY2009 funding by functional category, which shows amounts for replenishment and for other elements of supplemental funding. Total funding for replenishment, by DOD’s accounting, goes from \$36.3 billion in FY2007, to \$50.4 billion in FY2008, to \$23.2 billion in FY2009. Funding for force protection, which includes amounts for MRAPs, goes from \$12.4 billion in FY2007 and \$23.9 billion in FY2008 to \$14.3 billion in FY2009. Funding for Iraqi security forces declines from \$5.5 billion in FY2007 and \$3.0 billion in FY2008 to \$1.0 billion in FY2009.

**Table 2. DOD Breakdown of Supplemental Funding by Functional Category:  
FY2007-FY2009**

(amounts in billions of dollars)

	<b>FY2007 Bridge and Supplemental Funding Enacted</b>	<b>FY2008 Bridge and Supplemental Funding Enacted</b>	<b>FY2009 Bridge Fund Enacted June 2008</b>	<b>FY2009 Supplemental Request April 2009</b>	<b>FY2009 Total</b>
<b>Continue the Fight</b>					
Operations	76.6	77.5	38.2	38.0	76.2
Force Protection	12.4	23.9	4.5	9.8	14.3
IED Defeat	4.4	4.2	2.0	1.5	3.5
Military Intelligence Program	3.4	4.9	1.4	3.8	5.1
Iraq Security Forces	5.5	3.0	1.0	—	1.0
Afghan Security Forces	7.4	2.7	2.0	3.6	5.6
Pakistan Counterinsurgency	—	—	—	0.4	0.4
Coalition Support	1.4	1.4	0.3	1.4	1.7
CERP*	1.0	1.7	1.0	0.5	1.4
Military Construction	0.9	1.3	—	0.9	0.9
<b>Total Continuing the Fight</b>	<b>113.0</b>	<b>120.5</b>	<b>50.4</b>	<b>59.9</b>	<b>110.2</b>
<b>Reconstitution</b>	<b>36.3</b>	<b>50.5</b>	<b>11.6</b>	<b>11.6</b>	<b>23.2</b>
<b>Additional Requests</b>					
BCT/RCT *	3/6	—	—	—	—
Growth the Force/Accelerate Grow the Force	1.5	0.5	0.1	2.2	2.3
Wounded Warrior/Family Support	0.9	1.9	0.8	1.6	2.5
Border Security with Mexico	—	—	—	0.4	0.4
Military Personnel, Army	—	—	—	0.5	0.5
Other and Non-DOD Classified	14.2	13.7	2.9	3.1	6.1
<b>Total Additional Requests</b>	<b>20.2</b>	<b>16.1</b>	<b>3.9</b>	<b>7.8</b>	<b>10.9</b>
<b>Total</b>	<b>169.5</b>	<b>187.1</b>			
Rescissions	—	—	—	-3.4	-3.4
<b>Net Total</b>	<b>169.5</b>	<b>187.1</b>	<b>65.9</b>	<b>75.8</b>	<b>141.7</b>

**Source:** Department of Defense, *Fiscal Year 2009 Supplemental Request: Summary Justification, April 2009*, Table 2, p. 82.

**\*Notes:** CERP is the Commanders' Emergency Response Program which provides funds for commanders to pay for small scale local development projects; BCT/RCT refers to Brigade Combat Team/Regimental Combat Team upgrades.

## Potentially Controversial Issues in the Defense Request

Some controversial issues may arise. In preliminary discussions of the defense supplemental Representative Murtha, the Chairman of the House Defense Appropriations Subcommittee, and Senator Inouye, the Chairman of the Senate panel, both announced plans to add significant amounts to the request for several major weapon systems. Additions they and others have mentioned include funding for a new mid-air refueling tanker for the Air Force, the multi-service F-35 Joint Strike Fighter, the Navy F/A-18E/F multirole fighter, the Navy E-2D radar plane, and Army Stryker wheeled armored vehicles. Funds might also be added to military personnel accounts to cover monthly stipends of up to \$500 for service members prevented from leaving at the end of their enlistments by “stop loss” orders. Representative Murtha reportedly said that he might propose adding as much as \$16-18 billion to the request.<sup>3</sup>

The Administration included funds for four Air Force F-22 fighter aircraft in the supplemental request, which may be a matter of some debate because Secretary of Defense Gates has announced plans to terminate the program. Funding for the aerial tanker program could be contentious, particularly because of disagreements in Congress about proposals to require that purchases be split between competing bidders. The Air Force is preparing to recompete the contract, with bids expected from Boeing and a team of Northrop Grumman and EADS. The Northrop Grumman-EADS team won a competition last year only to have the award overturned by the Comptroller General after Boeing appealed. Several Members of Congress have urged splitting the contract between both bidders, but the Air Force and other legislators argue that a split will increase costs significantly.

There have been some proposals to add funding for other programs to the supplemental appropriations bill. Senator Lieberman has reportedly said he plans to propose an amendment to add \$550 million for border security.<sup>4</sup>

## FY2009 International Affairs Supplemental Request

The President requested \$7.1 billion in FY2009 supplemental funds for the Department of State and USAID. The supplemental request for the Department of State totals \$2.3 billion, of which \$594.3 million is for Diplomatic and Consular Programs (D&CP) for Iraq, Afghanistan, and Pakistan; \$898.7 million for Embassy Security, Construction and Maintenance’s (ESCM) improved, secure facilities in Afghanistan and Pakistan in order to accommodate the civilian surge proposal; \$7.2 million for the Special Inspector General for Afghanistan Reconstruction (SIGAR); and \$836.9 million for the Contributions to International Peacekeeping Account (CIPA).

As the U.S. government continues to turn over responsibilities to the Government of Iraq, about 40% of the D&CP account for Iraq (\$150 million) will go to pay for anticipated lease costs for facilities that have been occupied by the United States at no cost previously. Approximately 85% of the requested D&CP funds for Afghanistan (\$261.5 million) is to accommodate the civilian staffing surge proposal by the State Department and other federal agencies to complement

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<sup>3</sup> Josh Rogin, “Lawmakers See Last Chance for Procurement Funds in Supplemental,” *CQ Today*, March 3, 2009.

<sup>4</sup> Chris Strohm, “Lieberman Wants Border Security Funding In Supplemental,” *Congress Daily PM*, Monday, April 13, 2009

increased military operations in Afghanistan. In Pakistan, while funding is provided for increased U.S. staffing at the Embassy in Kabul, approximately 85% of the requested funding (\$36.5 million) will be applied to increased public diplomacy initiatives in that country.

The total proposed FY2009 supplemental for USAID is \$4.8 billion. The overall emphasis of the request includes: supporting key frontline states – Afghanistan (\$980.0 million), Pakistan (\$497.0 million), and Iraq (\$482.0 million); aid for urgent global needs – migration and refugee assistance (\$293.0 million), P.L. 480 title II food aid (\$300.0 million), international disaster assistance (\$200.0 million), and aid to developing countries affected by the global financial crisis (\$448.0 million). Regional priorities include: North Korea, support of phase III of the six party talks (\$142.0 million); support to stabilize Georgia (\$243.0 million); West Bank and Gaza (\$715.0 million); and the Mérida program in Mexico (\$66.0 million) to buy 3 Blackhawk helicopters.

Reflecting the Obama Administration's focus on the war in Afghanistan and a new counter-insurgency strategy that raises the profile of non-military methods, the FY2009 supplemental request would significantly increase economic aid efforts in both Afghanistan and Pakistan provided under the 150 account, State, Foreign Operations appropriations portion of the proposed legislation. If the requested level is approved, total FY2009 non-humanitarian economic aid to Afghanistan would amount to \$2.6 billion, an increase of 32% (\$631 million) over the previous year's appropriations. The newly requested funding for Afghanistan, totaling \$980 million, is within three accounts — \$839 million in the Economic Support Fund (ESF), \$129 million in the International Narcotics Control and Law Enforcement (INCLE) account, and \$12 million in the Non-proliferation, Anti-terrorism, Demining, and Related programs (NADR) account. More than a third of the new funding request is devoted to improving governance at all levels of the Afghan government, including anti-corruption measures and other efforts to strengthen the justice system.

If the new request is approved, total FY2009 aid to Pakistan, at \$1.5 billion, would be double the level of FY2008. The FY2009 supplemental request is \$497 million — \$429.5 million in ESF, \$65.5 million in INCLE, and \$2 million in NADR funds. Its emphasis is almost entirely devoted to supporting Pakistan's economic growth and stability, supplementing that government's IMF Standby Agreement with possible programs to strengthen its social safety net and provide budget support.

**Table 3** shows details of the international affairs funding request compared to amounts provided in FY2008 and amounts already enacted for FY2009 in the June 30 supplemental appropriations act, P.L. 110-252.

**Table 3. Supplemental Appropriations for International Affairs, FY2008-FY2009**

amounts in millions of dollars)

	<b>FY2008 Enacted Omnibus Appropriations. P.L. 110-161 Dec. 26, 2007</b>	<b>FY2008 Enacted Supplemental Appropriations P.L. 110-252 June 30, 2008</b>	<b>FY2009 Enacted Supplemental Appropriations P.L. 110-252 June 30, 2008</b>	<b>FY2009 Supplemental Request April 9, 2009</b>
<b>State Department &amp; International Broadcasting</b>				
Diplomatic & Consular Programs	781.6	1,465.7	744.9	594.3
Iraq Operations	[575.0]	[1,150.0]	[550.5]	[150.0]
Afghanistan Operations	[206.6]	[200.2]	[89.4]	[123.9]
Afghanistan Operations (other agencies)	—	—	—	[137.6]
Pakistan Operations	—	—	—	[36.5]
Worldwide Security Protection	—	[48.0]	[78.4]	[118.0]
Ongoing Operations	—	—	—	[28.4]
Embassy Security, Construction & Maintenance	—	76.7	41.3	898.7
Office of Inspector General	—	9.5	57.0	7.2
Contributions to International Organizations	—	66.0	75.0	—
Contributions to International Peacekeeping	468.0	373.7	150.5	836.9
International Broadcasting	12.0	2.0	6.0	—
<b>Total State Department</b>	<b>1,261.6</b>	<b>1,993.6</b>	<b>1,074.2</b>	<b>2,337.1</b>
<b>Foreign Operations</b>				
Afghanistan	234.6	899.0	455.0	980.0
Iraq	---	584.0	107.0	482.0
Pakistan	---	—	150.0	497.0
Georgia	—	—	—	242.5
Lebanon	—	—	32.5	98.4
Jordan (ESF)	100.0	250.0	200.0	—
West Bank/Gaza (ESF)	155.0	196.0	200.0	715.0
Israel (FMF)	—	—	170.0	—
North Korea (ESF)	53.0	53.0	15.0	142.0
Mexico	—	352.0	48.0	66.0
Central America	—	65.0	—	—
Haiti (INCLE)	—	2.5	—	—
Dominican Republic (INCLE)	—	2.5	—	—
Nepal (ESF)	—	7.0	—	—
Philippines (ESF)	—	15.0	—	—
Sri Lanka (ESF)	—	6.0	—	—
Thailand (ESF)	—	2.5	—	—

*FY2009 Spring Supplemental Appropriations for Overseas Contingency Operations*

	<b>FY2008 Enacted Omnibus Appropriations. P.L. 110-161 Dec. 26, 2007</b>	<b>FY2008 Enacted Supplemental Appropriations P.L. 110-252 June 30, 2008</b>	<b>FY2009 Enacted Supplemental Appropriations P.L. 110-252 June 30, 2008</b>	<b>FY2009 Supplemental Request April 9, 2009</b>
Vietnam (ESF)	—	—	—	—
Bangladesh (ESF)	—	25.0	50.0	—
Burma (ESF)	—	—	5.3	13.0
Africa (ESF)	—	—	—	—
Sudan	---	55.0	35.0	—
Somalia	—	—	—	40.0
Kenya (ESF)	—	12.0	25.0	38.0
Democratic Republic of the Congo	—	12.5	20.0	10.0
Zimbabwe (ESF)	—	5.0	15.0	45.0
Chad (ESF& DF)	—	3.0	5.0	—
Central African Republic (ESF)	—	1.0	2.0	—
Uganda (ESF)	—	17.5	15.0	—
Migration/Refugee Assistance	200.0	315.0	350.0	293.0
Emergency Migration (ERMA)	—	31.0	—	—
International Disaster Assistance	110.0	220.0	200.0	—
Democracy, Conflict/Humanitarian	—	—	—	500.0
PL480	—	850.0	395.0	—
Other Food Security (DA & IDA)	—	20.0	200.0	—
Global Health and Child Survival	115.0	—	75.0	—
USAID Operating Expenses	20.8	150.5	93.0	152.6
USAID Capital Investment Fund	—	—	—	48.5
Global Financial Crisis	—	—	—	448.0
USAID Inspector General	—	4.0	1.0	—
Comprehensive Test Ban Treaty Monitoring	—	2.5	—	—
Foreign Military Financing	100.0	—	—	—
Peacekeeping Operations	35.0	—	—	—
<b>Total Foreign Operations</b>	<b>1,123.4</b>	<b>4,158.5</b>	<b>2,863.8</b>	<b>4,811.0</b>
<b>Total State Department and Foreign Operations</b>	<b>2,385.0</b>	<b>6,152.1</b>	<b>3,938.0</b>	<b>7,148.1</b>

**Sources:** CRS based on P.L. 110-252 and data from the Department of State and Office of Management and Budget.

**Notes:** FMF = Foreign Military Financing; INCLE = International Narcotics Control and Law Enforcement; ESF = Economic Support Fund; DF = Democracy Fund; ERMA = Emergency Refugee and Migration Assistance; DA = Development Assistance; and IDA = International Disaster Assistance.

## Other FY2009 Supplemental Funding Issues

### Responding to the H1N1 “Swine Flu” Outbreak<sup>5</sup>

In late April 2009, the Centers for Disease Control and Prevention (CDC) reported several cases of a new form of human influenza, dubbed “swine flu,” in California and Texas. Shortly thereafter health officials found that the new flu strain was responsible for widespread outbreaks in Mexico, and scattered cases in several additional U.S. states, as well as countries on several other continents. The World Health Organization (WHO) increased its alert level for a possible global flu pandemic, and the United States adopted a response posture, mobilized stockpiled drugs and medical supplies, enhanced illness surveillance, and issued travel advisories, among other things.<sup>6</sup>

On April 27, Representative Obey, the Chairman of the House Appropriations Committee, and Senator Harkin, the Chairman of the Senate Labor, Health and Human Services, Education, and Related Agencies Appropriations Subcommittee, both suggested that Congress might add funds to the pending FY2009 defense supplemental appropriations request to respond to the H1N1 flu outbreak.<sup>7</sup> On April 28, the White House announced that it would request \$1.5 billion of additional supplemental appropriations to respond to the outbreaks. On April 30, President Obama sent a letter to House Speaker Nancy Pelosi formally requesting \$1.5 billion for this purpose.

The April 30 request asks that Congress appropriate the funds to the Executive Office of the President in a new account entitled “Unanticipated Needs for Influenza.” The funds will be made available until expended for transfer to other agencies by the Office of Management and Budget subject to notification to Congress. In a letter to the President accompanying the request, OMB Director Peter Orszag said that this would provide “maximum flexibility ... to ... target responses and resources as this emerging and unpredictable situation evolves.” Though the request does not identify specific accounts to which funds may be transferred, the White House mentioned activities such as supplementing anti-viral stockpiles; developing a vaccine; supporting monitoring, diagnostic, and public health response capabilities; and assisting international efforts to stem this outbreak and to address related international needs.<sup>8</sup> Agencies to which funding for such activities might be transferred include the Departments of Agriculture, HHS, DHS, and State, and the U.S. Agency for International Development.

On May 4, Representative Obey released summary of his proposed supplemental appropriations bill, calling for \$2 billion for the current flu outbreak, \$500 million above the request.<sup>9</sup> There are a number of recent precedents for providing funding for pandemic disease preparedness in

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<sup>5</sup> Prepared by Sarah A. Lister, Specialist in Public Health and Epidemiology.

<sup>6</sup> CRS Report R40554, *The 2009 H1N1 “Swine Flu” Outbreak: An Overview*, by Sarah A. Lister and C. Stephen Redhead.

<sup>7</sup> Rob Margetta, “Harkin, Obey Want Swine Flu Funds in Supplemental,” *CQ Today*, April 27, 2009.

<sup>8</sup> Executive Office of the President, Office of Management and Budget, Estimate #2, 111<sup>th</sup> Cong., 1<sup>st</sup> Sess., April 30, 2009, [http://www.whitehouse.gov/omb/assets/budget\\_amendments/supplemental\\_04\\_30\\_09.pdf](http://www.whitehouse.gov/omb/assets/budget_amendments/supplemental_04_30_09.pdf).

<sup>9</sup> House Committee on Appropriations, "Obey Statement: 2009 Supplemental Appropriations for Iraq, Afghanistan, Pakistan and Pandemic Flu," press release, May 4, 2009.

supplemental appropriations bills. In 2005, facing similar fears of a global pandemic due to a strain of avian influenza (“bird flu”), Congress provided \$6.1 billion in FY2006 supplemental funds to several federal departments for pandemic preparedness efforts.<sup>10</sup> The bulk of this funding went to the Department of Health and Human Services (HHS), which has received annual regular appropriations for continued pandemic planning since then. Pandemic planning funds were included in the House-passed version of the American Recovery and Reinvestment Act of 2009 (ARRA, P.L. 111-5), but were not provided in the enacted law.<sup>11</sup>

## Other Supplemental Funding Requests

In addition to defense and foreign affairs funding, the Administration’s original April 9 request proposed a relatively limited amount of funding for some other programs, including

- \$89.5 million for Department of Energy counter-proliferation programs, of which \$55 million is to finance new initiatives to safeguard nuclear materials in Russia and \$34.5 million is to implement denuclearization programs in North Korea;
- \$21.6 million in authority to use balances of funds in the Strategic Petroleum Reserve account to finance SPR site maintenance, with no net additional appropriations;
- \$47 million for a number of Department of Justice national security-related programs, of which \$30 million is to implement the Administration decision to shut down the Guantanamo Bay prison by supporting a task force to review detainee records and carry on prosecutions;
- \$250 million for fighting wildfires and restoring burned areas of which \$200 million is for the Department of Agriculture Forest Service and \$50 million is for the Department of the Interior;
- \$2.9 million in funds appropriated to the President for operations of the National Security Council; and
- \$71.6 million for the Legislative Branch for a new encrypted radio system for the Capitol Police.

The request for funds to support shutting down the Guantanamo Bay prison prompted a number of questions at the Senate Appropriations Committee hearing on the Administration request on April 30, at which Secretary of Defense Gates and Secretary of State Clinton testified.

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<sup>10</sup> CRS Report RS22576, *Pandemic Influenza: Appropriations for Public Health Preparedness and Response*, by Sarah A. Lister.

<sup>11</sup> CRS Report R40181, *Selected Health Funding in the American Recovery and Reinvestment Act of 2009*, coordinated by C. Stephen Redhead.

## **Appendix A. FY2009 Supplemental Appropriations for Iraq Reconstruction<sup>12</sup>**

The FY2009 supplemental assistance request for Iraq reflects the Administration's intention to move toward a diminished U.S. presence in the country. The total non-humanitarian foreign operations aid request amounts to \$482 million, which, with already appropriated amounts from the June 2008 FY2009 "bridge" supplemental (P.L. 110-252) and the regular FY2009 appropriations approved in March 2009 (P.L. 111-8), would bring total non-humanitarian foreign operations assistance to \$605 million, basically the same amount as appropriated in FY2008. The equivalent amount in FY2007 was \$2 billion, which would have been available through FY2008. Without a similar cushion of funds from the preceding year, the FY2009 request may be seen as a notable decrease in economic assistance.

The request for DOD assistance represents a more pronounced decline. The Administration has asked that the \$1 billion appropriated in the FY2009 "bridge" appropriation to the Iraq Security Forces Fund (ISFF), which supports training and equipping of Iraqi security forces, be rescinded and re-appropriated in this new FY2009 supplemental bill. In essence, the request is made in order to extend availability of these funds. The "bridge" appropriation would have expired at end of September 2009; with this new appropriation it would be available until end of September 2010. If the request is approved, the trend in ISFF totals would appear as follows: \$5.5 billion in FY2007, \$3 billion in FY2008, and \$1 billion in FY2009. The Commander's Emergency Response Program (CERP) request, totaling \$500 million, is, as for other years, to be shared by both Afghanistan and Iraq.

The \$482 million foreign operations request breaks down as follows—\$449 million in Economic Support Fund (ESF), \$20 million in International Narcotics and Law Enforcement (INCLE), \$2 million in International Military Education and Training (IMET), and \$11 million in Narcotics, Anti-Terrorism, Demining and Related Programs (NADR) funds. Within these accounts, the largest amounts are requested for certain programs in ESF that well-characterize the Iraq assistance program at this stage. Of programs supporting improved governance, the Quick Response Fund (\$45 million), a civilian equivalent of the CERP, is a key tool of the Provincial Reconstruction Teams (PRTs) that allow U.S. civilians, with security provided by the U.S. military, to maintain a presence in the provinces, deal directly with local leaders, and bolster local government. The Local Governance Program (\$55 million), managed by USAID, helps build management and knowledge skills of provincial government personnel. The Community Action Program (CAP) (\$35 million) funds projects identified by local representative associations. Ministerial Capacity Development (\$60 million) seeks to enhance the capabilities of Iraqi central government personnel, especially focusing on helping them execute their budgets. Significant funding (\$112 million) is being requested to support national elections scheduled for later this year. Key programs supporting economic growth in Iraq are Economic Reform (\$50 million) activities to build a better regulatory system and in Agriculture (\$43 million), which after oil production is Iraq's best hope for an improved economy.

In addition to the security and economic aid-related requests for Iraq, the supplemental contains a humanitarian aid component. The Migration and Refugee Assistance account (MRA) includes

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<sup>12</sup> Prepared by Curt Tarnoff, Specialist in Foreign Affairs.

\$108 million to address the needs of the roughly 4.8 million Iraqi refugees and internally displaced persons (IDPs).

**Table A-1. FY2009 Supplemental Request for Iraq Reconstruction**

150 Foreign Operations Accounts			
Economic Support Fund (ESF)	\$449 million	of which:	
		Quick Response Fund	\$45 million
		Civil Society & Elections	\$112 million
		Local Governance	\$55 million
		Community Action Program (CAP)	\$35 million
		Ministerial Capacity Development	\$60 million
		Ruzicka War Victims Fund	\$3.5 million
		War Widows	\$5 million
		Economic Reform	\$50 million
		Provincial Economic Growth	\$27.5 million
		Agriculture	\$43 million
		Program Support	\$13 million
International Narcotics and Law Enforcement (INCLE)	\$20 million	of which:	
		Police Transition Planning	\$5 million
		Judiciary	\$9 million
		Rule of Law Advisors	\$3 million
		Program Support	\$3 million
Nonproliferation, Anti-Terrorism, Demining and Related Programs (NADR)	\$11 million	of which:	
		Train ISF for Diplomatic Protection	\$6 million
		Terrorist Interdiction	\$0.5 million
		Border Control	\$2 million
		WMD	\$1 million
		Nuclear Waste Disposal	\$1.5 million

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**150 Foreign Operations Accounts**

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International Military Education and Training (IMET)	\$2 million
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Migration and Refugee Assistance (MRA)	\$108 million
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**050 DOD Accounts**

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Iraq Security Forces Fund (ISFF)	\$1 billion	Coinciding with cancellation of \$1 billion from FY2009 "bridge" (P.L. 110-252).
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Commander's Emergency Response Program (CERP)	\$500 million	For both Iraq and Afghanistan.
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**Source:** Department of State and OMB.

## **Appendix B. FY2009 Supplemental Appropriations for Assistance to Afghanistan<sup>13</sup>**

Despite significant progress in Afghanistan during the past eight years—a new constitution and successful presidential elections in 2004, parliamentary elections in 2005, and increased personal freedom for Afghan citizens, especially the participation of women in economic and political life—insurgent threats to Afghanistan's government have escalated since 2006 to the point that some experts began questioning the success of U.S. stabilization efforts. An expanding militant presence in some areas previously considered secure, increased numbers of civilian and military deaths, growing disillusionment with corruption in the government of Afghan President Hamid Karzai, and Pakistan's inability to prevent Taliban and other militant infiltration into Afghanistan led the Obama Administration to conduct its own “strategic review,” the results of which were announced on March 27, 2009.

In part because of the many different causes of continued instability in Afghanistan, there reportedly was difficulty reaching consensus on a new strategy. The thrust of the new strategy is a focus not on adding U.S. troops—although at least 21,000 are being added in 2009—but rather on enhancing non-military steps such as economic development and coordination among international donors, building local governing structures, building capacity and reforming the Afghan government, expanding and reforming the Afghan security forces, and trying to improve Pakistan's efforts to curb militant activity on its soil.

The FY2009 supplemental request reflects the Administration strategy by significantly increasing economic aid to Afghanistan provided under the 150 account, State, Foreign Operations appropriations portion of the proposed legislation. If the requested level is approved, total FY2009 non-humanitarian economic aid to Afghanistan would amount to \$2.6 billion, an increase of 32% (\$631 million) over the previous year's appropriations. The newly requested funding for Afghanistan, totaling \$980 million, would come from three accounts—\$839 million under the Economic Support Fund (ESF), \$129 million under International Narcotics and Law Enforcement account (INCLE), and \$12 million under the Nonproliferation, Anti-Terrorism, and Demining (NADR) account. More than a third of the new funding would be devoted to improving governance at all levels of the Afghan government, including anti-corruption and other efforts to strengthen the justice system. Substantively, according to the Administration, the request also “represents a major shift” from short and long-term reconstruction and development activities scattered throughout all of Afghanistan to programs “focused on countering the insurgency, primarily in the south and east.”<sup>14</sup>

The \$839 million ESF request consists of five components. Security-related programs, including counternarcotics alternative development programs, stabilization projects targeting critical districts, construction of district centers where citizens can meet with local officials, and quick support projects delivered by Provincial Reconstruction Teams (PRTs) represent \$214 million. Governance programs, accounting for \$295 million, include building the capacity of the Afghan government at all levels, anti-corruption activities, election support, Ministry of Justice

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<sup>13</sup> Prepared by Curt Tarnoff, Specialist in Foreign Affairs, Kenneth Katzman, Specialist in Middle Eastern Affairs and Rhoda Margesson, Specialist in International Humanitarian Policy.

<sup>14</sup> Department of State and USAID, *FY2009 Supplemental Justification*, p. 51.

assistance, and U.S. contributions to the World Bank's Afghanistan Reconstruction Trust Fund. Providing basic services to vulnerable populations and creating short-term employment opportunities amounts to \$135 million. Economic growth efforts, totaling \$170 million, encompass projects in agriculture, monetary and fiscal policy reform, expansion of a central business registry, creation of a national land registry, and micro and small business credit activities. Funding of administration and oversight of these programs amounts to \$25 million.

The \$129 million INCLE program in Afghanistan would focus on counternarcotics programs (\$46 million), including special assistance to communities adopting anti-narcotics policies to tide them over until development efforts take effect and support to the Afghan Counternarcotics Advisory Team; rule of law efforts (\$78 million), including legal education, support for women prisoners, and assistance to the Central Prison Directorate; and program administrative and oversight support (\$5 million). The \$12 million NADR program would bolster the capacities of the Afghan Presidential Protective Service.

The State, Foreign Operations portion of the request also includes \$261.5 million in State Department Diplomatic and Consular Program account funds, most of which would support operational expenses of the proposed civilian staff surge from multiple agencies that would bring staff levels in Kabul up from 394 to 567 and expand PRT staff by 110 temporary posts. Similarly, there is a \$140 million request for USAID Operating Expenses, most of which is meant to increase USAID staff in the PRTs. In addition, \$101.5 million would go to security protection for U.S. facilities and personnel, and \$87 million would go to embassy physical expansion to provide room for new housing. The Special Inspector General for Afghanistan Reconstruction (SIGAR) request is for \$7.2 million. In all, these operational expense requests amount to about \$600 million.

In addition to these economic efforts, the Administration request includes \$3.6 billion for the Afghan Security Forces Fund (ASFF), which supports the training and equipping of Afghan army and police. The Administration has also asked that \$125 million previously appropriated to the ASFF in the FY2009 "bridge" legislation be rescinded and re-appropriated in this new FY2009 supplemental bill. In essence, the request is made in order to extend availability of these funds. The "bridge" appropriation would have expired at end of September 2009; with this new appropriation it would be available until end of September 2010. The Administration's \$500 million request for the Commander's Emergency Response Program (CERP) is, as has been the case in the past, for both Iraq and Afghanistan.

## **Appendix C. FY2009 Supplemental Appropriations for Assistance to Pakistan<sup>15</sup>**

The President's request for supplemental FY2009 appropriations includes a total of more than \$900 million in proposed spending directly related to Pakistan, and another \$1 billion in Coalition Support Funds (CSF), much of which is likely to be used to reimburse Pakistan for its support of U.S. military operations in the region. The Administration argues that \$497 million in new foreign operations assistance is urgently needed "to help stem the rapidly deteriorating security and economic conditions confronting" Pakistan, and it emphasizes that "failure to address these conditions could lead to a further opening for extremists" there.<sup>16</sup> It further argues that ongoing CSF reimbursements are "critical to maintaining the viability" of U.S.-led military coalition efforts, and that establishment of a new Pakistan Counterinsurgency Capability Fund (PCCF) is necessary to bolster that country's security forces and make it a more effective partner in U.S. efforts to stabilize neighboring Afghanistan and the region.<sup>17</sup>

The DOD assistance request would continue CSF payments to reimburse Pakistan for its ongoing operational and logistical support of U.S. efforts in the region. Such funds have accounted for the bulk of U.S. financial transfers to Pakistan since 2001, and they have come under scrutiny as concerns grew in Congress and among independent analysts that standard accounting oversight procedures were not being employed.<sup>18</sup> Pakistan has received approximately 80% of appropriated CSF funds since 2001 at an average rate of nearly \$80 million per month. This ratio suggests that Pakistan could receive approximately \$800 million in supplemental CSF in FY2009 in addition to the \$200 million already disbursed through the FY2009 "bridge" supplemental. Moreover, the proposed PCCF would be funded with a requested \$400 million in FY2009. These funds would be used to 1) fund an existing, multi-year Security Development Plan for Pakistan; 2) assist Pakistani security forces to organize, train, equip, and operate as a counterinsurgency-capable force; and 3) provide humanitarian relief in post-combat/conflict areas. Secretary of Defense Robert Gates favors funding the proposed PCCF with up to \$3 billion over a five-year period and folding into this single account many sometimes disparate Pentagon-funded security programs for Pakistan. There is discussion and debate underway in Congress about whether the PCCF should come under the authority of the Department of Defense or the Department of State.

The \$497 million foreign operations request breaks down as follows: \$430 million in Economic Support Fund (ESF), \$65.5 million in International Narcotics and Law Enforcement (INCLE), and \$2 million in Narcotics, Anti-Terrorism, Demining and Related Programs (NADR) funds. Within these accounts, the largest amounts (\$400 million) are requested for ESF programs that would help address Pakistan's economic crisis and balance of payment deficit by supplementing Islamabad's \$7.65 billion Standby Agreement with the International Monetary Fund. Another \$21.5 million in ESF would be used to expand USAID's Community Rehabilitation Infrastructure Support Program (CRISP) in ongoing efforts to stimulate economic activity, create jobs and

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<sup>15</sup> Prepared by Alan Kronstadt, Specialist in South Asian Affairs.

<sup>16</sup> U.S. Department of State, "FY2009 Supplemental Justification," April 9, 2009.

<sup>17</sup> U.S. Department of Defense, "Fiscal Year 2009 Supplemental Request," April 2009.

<sup>18</sup> The Government Accountability Office was tasked to address oversight of coalition support funds that go to Pakistan. Its June 2008 report concluded that increased oversight and accountability was needed over Pakistan's reimbursement claims for such funds (see <http://www.gao.gov/new.items/d08806.pdf>).

improve service delivery in Pakistan. Humanitarian assistance for persons internally displaced by instability in Pakistan's western border regions would total \$8 million. These amounts would add to the "bridge" FY2009 supplemental providing \$150 million and a base FY2009 request of \$453 million, bringing the FY2009 ESF total for Pakistan to about \$1.03 billion, a huge increase as compared to previous years. Requested INCLE funds include \$35 million to continue train and equip programs for elite police forces and other law enforcement agencies in Pakistan's North West Frontier Province and Federally Administered Tribal Areas, and \$22.5 million to expand the air wing of the paramilitary Frontier Corps to improve tactical counternarcotics, law enforcement, and border security capacities. The \$2 million requested for NADR would fund four additional Crisis Response Team training courses for Pakistan's Federal Investigative Agency's anti-terrorist team, said to be a high priority of the Interior Ministry.

State Department and USAID operations costs to be funded under the supplemental request include \$806.2 million for security, construction and maintenance of several U.S. posts in Pakistan, the bulk of which would fund renovation or replacement of the existing chancery and construction of a new annex at the Islamabad post. Moreover, \$45.6 million requested for costs related to diplomatic and consular activities of the U.S. Mission in Pakistan breaks down as follows: \$30.9 million to enhance U.S. public diplomacy efforts there; \$9.1 million to provide increased security for U.S. facilities; and \$5.5 million to fund a staffing surge. For USAID, \$7.6 million to support significant increases in USAID staffing levels in Pakistan. These funds would pay for salaries, benefits, and related expenses for 81 approved new positions, including 16 new U.S. Direct-Hires.

**Table C-1. FY2009 Supplemental Request for Pakistan**

<b>150 Foreign Operations Accounts</b>			
Economic Support Fund (ESF)	\$429.5 million	of which:	
		Budgetary Support	\$400 million
		Community Rehabilitation	\$21.5 million
		Infrastructure Support	
		Humanitarian Assistance	\$8 million
International Narcotics and Law Enforcement (INCLE)	\$65.5 million	of which:	
		NWFP Police Training	\$35 million
		Frontier Corp Air Wing Expansion	\$22.5 million
		Police Training Venue Security	\$3 million
		Program Support	\$5 million
Nonproliferation, Anti-Terrorism, Demining and Related Programs (NADR)	\$2 million	of which:	
		Crisis Response Team Training	\$2 million
<b>050 DOD Accounts</b>			
Pakistan Counterinsurgency Fund	\$400 million	A new fund to build the counterinsurgency capabilities of Pakistan's security forces.	
Coalition Support Funds	\$1 billion	Reimbursements to coalition partners for expenses incurred in support of U.S. military operations.	

**Source:** Department of State and OMB.

## Appendix D. FY2008 and FY2009 Defense Funding, Detail Table

**Table D-1. FY2008 and FY2009 Bridge and Supplemental Defense Appropriations: Detail by Bill and Account**  
 (amounts in millions of dollars)

	FY2008 Continuing Resolution <sup>a</sup> FY2008 Defense Appropriations <sup>b</sup>	FY2008 Bridge Fund in Consolidated Appropriations <sup>c</sup>	FY2008 in June 2008 Supplemental Appropriations <sup>d</sup>	Total FY2008 Bridge/ Supplemental Appropriations	FY2009 Bridge Fund in June 2008 Supplemental Appropriations <sup>d</sup>	FY2009 Supplemental Appropriations Request April 2009
<b>Military Personnel</b>						
Army	—	782.5	12,216.7	12,999.2	839.0	10,666.0
Navy	—	95.6	894.2	989.8	75.0	1,354.8
Marine Corps	—	56.1	1,826.7	1,882.7	55.0	1,420.0
Air Force	—	138.0	1,355.5	1,493.6	75.0	1,390.6
Army Reserve	—	—	304.2	304.2	—	284.2
Navy Reserve	—	—	72.8	72.8	—	39.5
Marine Corps Reserve	—	—	16.7	16.7	—	29.2
Air Force Reserve	—	—	5.0	5.0	—	16.9
Army National Guard	—	—	1,369.7	1,369.7	150.0	1,439.3
Air National Guard	—	—	4.0	4.0	—	17.9
<b>Total, Military Personnel</b>	<b>—</b>	<b>1,072.2</b>	<b>18,065.6</b>	<b>19,137.8</b>	<b>1,194.0</b>	<b>16,658.3</b>
<b>Operation and Maintenance</b>						
Army	—	35,152.4	17,223.5	52,375.9	37,300.0	14,119.4
Navy <sup>a</sup>	—	3,664.0	2,977.9	6,641.9	3,500.0	2,390.1
Marine Corps	—	3,965.6	159.9	4,125.5	2,900.0	1,090.8
Air Force	—	4,778.0	5,972.5	10,750.5	5,000.0	6,294.0
Defense-Wide	—	2,117.0	3,657.6	5,774.5	2,648.6	5,667.5
Army Reserve	—	77.7	164.8	242.6	79.3	115.0
Navy Reserve	—	41.7	109.9	151.5	42.5	25.6

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	<b>FY2008 Continuing Resolution<sup>a</sup> FY2008 Defense Appropriations<sup>b</sup></b>	<b>FY2008 Bridge Fund in Consolidated Appropriations<sup>c</sup></b>	<b>FY2008 in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>Total FY2008 Bridge/ Supplemental Appropriations</b>	<b>FY2009 Bridge Fund in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>FY2009 Supplemental Appropriations Request April 2009</b>
Marine Corps Reserve	—	46.2	70.3	116.4	47.1	30.8
Air Force Reserve	—	12.1	166.0	178.1	12.4	34.6
Army National Guard	—	327.0	685.6	1,012.6	333.5	203.4
Air National Guard	—	51.6	287.4	339.0	52.7	—
<b>Total, Operation and Maintenance</b>	<b>—</b>	<b>50,233.3</b>	<b>31,475.3</b>	<b>81,708.6</b>	<b>51,916.0</b>	<b>29,971.2</b>
<b>Special Funds</b>						
Joint IED Defeat Fund	—	4,269.0	—	4,269.0	2,000.0	1,466.7
Iraq Freedom Fund	—	3,747.3	50.0	3,797.3	—	415.0
Afghanistan Security Forces Fund	—	1,350.0	1,400.0	2,750.0	2,000.0	3,606.9
Iraq Security Forces Fund	—	1,500.0	1,500.0	3,000.0	1,000.0	—
Pakistan Counterinsurgency Capability Fund	—	—	—	—	—	400.0
<b>Total Special Funds</b>	<b>—</b>	<b>10,866.3</b>	<b>2,950.0</b>	<b>13,816.3</b>	<b>5,000.0</b>	<b>5,888.7</b>
<b>Procurement</b>						
Army						
Aircraft	—	943.6	954.1	1,897.7	84.0	762.6
Missile	—	—	561.7	561.7	—	767.1
Weapons & Tracked Combat Vehicles	—	1,429.4	5,463.5	6,892.9	822.7	1,683.4
Ammunition	—	154.0	344.9	498.9	46.5	230.1
Other Procurement Army	—	2,027.8	16,337.3	18,365.1	1,009.1	8,121.6
Navy						
Aircraft	—	48.5	3,563.3	3,611.8	—	601.0
Missile	—	—	317.5	317.5	—	99.5

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	<b>FY2008 Continuing Resolution<sup>a</sup> FY2008 Defense Appropriations<sup>b</sup></b>	<b>FY2008 Bridge Fund in Consolidated Appropriations<sup>c</sup></b>	<b>FY2008 in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>Total FY2008 Bridge/ Supplemental Appropriations</b>	<b>FY2009 Bridge Fund in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>FY2009 Supplemental Appropriations Request April 2009</b>
Ammunition Navy & Marine Corps	—	304.9	304.9	609.9	—	348.9
Other Procurement Navy	—	91.5	1,399.1	1,490.6	27.9	264.8
Marine Corps	—	703.3	2,197.4	2,900.6	565.4	1,638.4
Air Force						
Aircraft	—	51.4	7,103.9	7,155.3	201.8	2,378.8
Missile	—	—	66.9	66.9	—	57.4
Ammunition	—	—	205.5	205.5	—	183.7
Other Procurement Air Force	—	30.7	1,953.2	1,983.9	1,500.6	1,835.0
Defense-Wide	—	274.7	408.2	683.0	177.2	197.1
National Guard and Reserve Equipment	—	—	825.0	825.0	—	—
Rapid Acquisition Fund	—	—	—	—	—	—
MRAP Fund (Continuing Resolution <sup>a</sup> )	5,200.0	—	—	5,200.0	—	—
MRAP Fund (Defense Appropriations Act <sup>b</sup> )	11,630.0	—	—	11,630.0	—	—
MRAP (FY2008-2009 Supplemental <sup>c</sup> & Request)	—	—	—	—	1,700.0	2,693.0
<b>Total, Procurement</b>	<b>16,830.0</b>	<b>6,059.9</b>	<b>42,006.4</b>	<b>64,896.2</b>	<b>6,135.3</b>	<b>21,862.4</b>
<b>Research, Development, Test and Evaluation</b>						
Army	—	—	163.0	163.0	—	73.7
Navy	—	—	366.1	366.1	113.2	144.5
Air Force	—	—	399.8	399.8	72.0	108.3
Defense-Wide	—	—	816.6	816.6	202.6	483.4

*FY2009 Spring Supplemental Appropriations for Overseas Contingency Operations*

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	<b>FY2008 Continuing Resolution<sup>a</sup> FY2008 Defense Appropriations<sup>b</sup></b>	<b>FY2008 Bridge Fund in Consolidated Appropriations<sup>c</sup></b>	<b>FY2008 in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>Total FY2008 Bridge/ Supplemental Appropriations</b>	<b>FY2009 Bridge Fund in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>FY2009 Supplemental Appropriations Request April 2009</b>
<b>Total, Research, Development, Test and Evaluation</b>	—	—	1,745.5	1,745.5	387.8	809.9
<b>Revolving and Management Funds</b>						
Defense Working Capital Funds	—	1,000.0	1,837.5	2,837.5	—	846.7
National Defense Sealift	—	—	5.1	5.1	—	—
<b>Total, Revolving and Management Funds</b>	—	1,000.0	1,842.6	2,842.6	—	846.7
<b>Other Department of Defense Programs</b>						
Defense Health Program	—	575.7	1,413.9	1,989.6	1,100.0	909.3
Psychological Health and Traumatic Brain Injury			75.0	75.0	—	
Drug Interdiction and Counter- Drug Activities, Defense	—	192.6	65.3	257.9	188.0	141.2
Office of the Inspector General	—	—	6.4	6.4	—	9.6
<b>Total, Other Department of Defense Programs</b>	—	768.3	1,560.6	2,328.9	1,288.0	1,060.0
<b>Military Construction</b>						
Military construction, Army	—	—	1,108.2	1,108.2	—	1,229.7
Military construction, Navy and Marine Corps	—	—	355.9	355.9	—	239.0
Military construction, Air Force	—	—	399.6	399.6	—	281.0
Military construction, Defense- Wide	—	—	890.9	890.9	—	—
Family Housing, Navy & Marine Corps	—	—	11.8	11.8	—	—
Base realignment and closure account, 2005	—	—	1,278.9	1,278.9	—	263.3

*FY2009 Spring Supplemental Appropriations for Overseas Contingency Operations*

	<b>FY2008 Continuing Resolution<sup>a</sup> FY2008 Defense Appropriations<sup>b</sup></b>	<b>FY2008 Bridge Fund in Consolidated Appropriations<sup>c</sup></b>	<b>FY2008 in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>Total FY2008 Bridge/ Supplemental Appropriations</b>	<b>FY2009 Bridge Fund in June 2008 Supplemental Appropriations<sup>d</sup></b>	<b>FY2009 Supplemental Appropriations Request April 2009</b>
NATO Security Investment Program	—	—	—	—	—	100.0
General Provisions, Military Construction, Barracks Improvements	—	—	200.0	200.0	—	—
<b>Total Military Construction</b>	<b>—</b>	<b>—</b>	<b>4,245.3</b>	<b>4,245.3</b>	<b>—</b>	<b>2,113.0</b>
<b>General Provisions</b>						
Transfer from Defense Cooperation Account	—	—	6.5	6.5	—	—
Section 9308, Rescissions	—	—	-146.6	-146.6	—	—
Section 8003, General Defense Reduction	—	—	-3,577.8	-3,577.8	—	—
Rescissions	—	—	—	—	—	-2,910.0
Reappropriation Reduction Army	—	—	—	—	—	-470.9
<b>Total, General Provisions</b>	<b>—</b>	<b>—</b>	<b>-3,718.0</b>	<b>-3,718.0</b>	<b>—</b>	<b>-3,380.9</b>
<b>Total, Department of Defense</b>	<b>16,830.0</b>	<b>70,000.0</b>	<b>100,173.3</b>	<b>187,003.3</b>	<b>65,921.2</b>	<b>75,829.4</b>
<b>Other Agency Defense-Related</b>						
FBI Defense-Related	—	—	106.1	106.1	—	—
Defense Environmental Cleanup	—	—	62.5	62.5	—	—
DOE Nuclear Nonproliferation	—	—	—	—	—	89.5
<b>Total Other Agency</b>	<b>—</b>	<b>—</b>	<b>62.5</b>	<b>62.5</b>	<b>—</b>	<b>89.5</b>
<b>Total</b>	<b>16,830.0</b>	<b>70,000.0</b>	<b>100,288.8</b>	<b>187,118.8</b>	<b>65,921.2</b>	<b>75,918.9</b>

**Source:** CRS based on House Appropriations Committee tables in the *Congressional Record* when the House approved final appropriations bills.

**Notes:**

- a. FY2008 First Continuing Resolution, H.J.Res. 52, P.L. 110-92, September 29, 2007.
- b. FY2008 Defense Appropriations Act, H.R. 3222, P.L. 110-116, November 13, 2007.

- c. FY2008 Consolidated Appropriations, Division L, H.R. 2764, P.L. 110-161, December 26, 2007. Note: Total for O&M Navy includes \$110 million for transfer to the Coast Guard.
- d. FY2008 Supplemental Appropriations, H.R. 2642, P.L. 110-252, June 30, 2008.

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